METROPOLITAN WATERFRONT PLAN

Planning Directions for the Metropolitan Waterfront: An Overview

Share the Vision

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1. INTRODUCTION

The Metropolitan Waterfront Plan will be a key component in a new generation of planning tools which will provide an integrated policy framework addressing the important quality of life issues facing Metropolitan Toronto. The new Metropolitan Official Plan will form the basis of that structure, within which the Waterfront Plan will provide a prototype for integrated resource management at the municipal level.

The Waterfront Plan is founded on the conceptual framework articulated in the report, "Towards a Liveable Metropolis", the discussion paper in the Metropolitan Plan Review Series which explores the concept of "liveability" as the fundamental planning goal. The concept emphasizes the importance of balancing environmental health, social well-being, and economic vitality. The new Metropolitan Waterfront Plan represents a very significant step towards the implementation of the proposed initiatives by providing a policy framework based on the liveability concept.

"Planning Directions for the Metropolitan Waterfront: An Overview" is a discussion paper aimed at determining the purpose, context, structure, and policy agenda for the Waterfront Plan. Its purpose is to provide a focus for dialogue leading to a shared vision of what the waterfront should be and how this goal can be achieved. Draft policies will be ready for circulation and informal consultation in the Spring of 1992.

Chapter 1 of the Overview explains the purpose of the Metropolitan Waterfront Plan, outlines the nature of the resource, and describes the rationale for this proposed approach.

1.1 Purpose

The Metropolitan Waterfront Plan is being developed in recognition of the unique character of the waterfront and the relationship of the health of the waterfront environment to the social and economic activities which it supports.

The Metropolitan waterfront is a valuable part of the Greater Toronto landscape and a finite resource that deserves special attention from a planning perspective. It is fundamental to the ecological processes and the health of the region as a barometer of health, an arbiter of climate, and a source of water.

The metropolis originated as a tiny settlement on the waterfront, and its growth as a region is chronicled by many heritage sites. The waterfront continues to form a gateway to the region. It is also essential to the current liveability of the metropolis and integral to our future. Because of its importance, the waterfront is a recognized public amenity which serves social, environmental and economic functions. Almost 50% of the shoreline is in public ownership.

Metropolitan Council, in March 1989, directed the establishment of a Metropolitan Waterfront Committee. Recognizing the vested interests of all Metropolitan residents in the future of the waterfront, the Committee membership includes representation from the six area municipalities. This committee was formed "to identify Metropolitan interests in and objectives for the waterfront and to develop a broad strategy to guide Metropolitan Council in implementing its objectives..."

The need for a new plan to achieve this goal became evident, and the direction to prepare a new Metropolitan Waterfront Plan was approved by Council on March 28, 1990. It was Council's intent that the new Metropolitan Waterfront Plan replace the existing 1967 Waterfront Plan.

The purpose of the new Metropolitan Waterfront Plan is to provide a policy framework, from a regional perspective, for managing and utilizing the waterfront as a public resource in a manner consistent with the principles outlined in this document.

The Plan will focus on areas of regional concern, which constitute the Metropolitan jurisdictional mandate. The provision of both "hard" and "soft" services will continue to be a priority. Given the importance of integrated resource management, however, planning for the urban structure will address environmental protection and enhancement, equitable and enhanced access to public resources, the economic development of the region as a whole, and the protection of Metropolitan waterfront heritage.

In keeping with policy directions being pursued in the preparation of the new Metropolitan Official Plan, it was agreed that the Waterfront Plan should adopt an ecosystem approach. The overall goal for the Metropolitan waterfront is twofold:

- to ensure that the Metropolitan waterfront is healthy, vibrant and publicly accessible; and,

- to increase the awareness, understanding and appreciation of the waterfront as a public resource while fostering society's responsibility as steward of the ecosystem.

The plan will provide policies which recognize the unique character of the waterfront and which are complementary to those in the Official Plan. At the appropriate time, specific policies recognizing the waterfront as a special planning area will be integrated into the Official Plan.

1.2 Profile of the Metropolitan Waterfront

Metropolitan Toronto is located on the north shore of Lake Ontario, one of the five Great Lakes. The Metropolitan waterfront stretches a distance of approximately 47 kilometres between Etobicoke Creek watershed in the west and the Petticoat Creek watershed in the east. Seven watersheds, originating in the Oak Ridges Moraine in the north and stretching to Lake Ontario in the south, are situated within the Metropolitan boundary. The physical character of the waterfront is one of slopes incised by rivers, which evolved from the glacial Lake Iroquois and post-glacial erosion. Native plant communities can still be found in many areas. Fish and wildlife habitat niches exist at numerous points along the waterfront.

The waterfront is an amalgamation of diverse land uses and opportunities and a resource which is in the process of long term change. The relatively high percentage of waterfront lands under public ownership, almost 50%, sets the Metropolitan waterfront apart from other North American waterfronts. Many of these lands include regional and local parks, open spaces, and recreational facilities and allow for a wide variety of uses including walking, boating, fishing, and swimming. They incorporate a range of experiences from wilderness parks to manicured lawns to gardens with a horticultural focus. There are many natural areas under public ownership, including important heritage features such as the Scarborough Bluffs. The natural heritage of the waterfront has suffered irreparable losses. Attempts are now being made to restore wetlands and other natural features.

In addition to open space, numerous public works and transportation facilities which support city living are located along the waterfront. These include three wastewater treatment plants, with nine wastewater pumping stations, and four water filtration plants with three water pumping stations. The Metropolitan water supply system serves a population of 2.2 million in Metro and part of the population of the Region of York.

The rail lines, Gardiner Expressway, and Lakeshore corridors are significant public facilities which contribute to the economy and vitality of the region.

The waterfront includes a variety of neighbourhoods, each with its own particular character. Heritage buildings and monuments contribute to a sense of identity in many of these communities. The neighbourhoods along the Etobicoke waterfront and on the Toronto Islands were originally summer settlements and have retained some of this cottage atmosphere. Parkdale was situated at the water's edge but has since become isolated from the lake with the construction of major transportation corridors. The residences which dominate the Scarborough Bluffs and more recently the central waterfront each represent unique communities. Waterfront neighbourhoods are home to approximately 160,000 people (Metropolitan Planning Department Statistics, 1989).

Land uses in some areas of the waterfront continue to change, from predominantly industrial and rail to residential, commercial, institutional, and recreational uses. The few remaining industries are now concentrated, for the most part, in the East Bayfront and the Port of Toronto. There is increasing interest in attracting "green" industry and clean, value-added businesses. Although the Port of Toronto is no longer a major port in terms of volume handled, there is support for maintaining it as a functional facility.

Other areas have a commercial or tourist focus. Commercial areas such as Queen Street in the Beaches, sections of Lakeshore Boulevard, and Harbourfront are of increasing economic importance. The Harbourfront area, for example, employs 30,000 individuals on both a full and part time basis. This indicates a significant investment in the waterfront. Some visitor attractions are characterized by their recreational and natural open space emphasis, the Toronto Islands and Bluffers Park being typical examples, and others by their blend of commercial, recreational/cultural focus such as Exhibition Place, Ontario Place, and Harbourfront.

The Metropolitan waterfront is diverse and evolving. The shift in public priorities since the 1967 Plan from growth and development to sustainability has led to a renewed recognition of the waterfront as a significant public asset. This change brings with it both new challenges and opportunities, such as the potential for reclaiming natural heritage and reconnecting the waterfront with the broader urban community. The Metropolitan Waterfront Plan will seek to ensure that this valued resource is wisely managed and benefits are distributed broadly and equitably, both in terms of meeting the diversity of needs today and leaving options open for future generations.

1.3 Summary

This chapter explores the rationale for undertaking a new Metropolitan Waterfront Plan, in terms of the nature of the waterfront itself, evolving public priorities, and from the perspective of regional leadership. Chapter 2 will describe the new planning context which has emerged.

2. Planning Context

The Waterfront Plan will be founded on a clearly articulated public vision and newly emerging principles for responsible management of public resources. The ethic of stewardship for natural resources and a climate of global concern about the environment and the economy have determined a challenging agenda of priorities for the waterfront. This chapter delineates the new thinking on which the waterfront planning process is based.

2.1 Towards a Vision for the Metropolitan Waterfront

Phase I of the Metropolitan Waterfront Public Information and Consultation Strategy focused on articulating a public vision for the waterfront, following the theme "Share the Vision". The vision evolved through five major components: focus groups (public working groups), reference groups (intergovernmental/ interagency working groups), a questionnaire, analysis of related consultation (for example, Environmental Assessments), and special events.

These occasions provided the public with opportunities to share their vision of the waterfront. More than a few Metro residents were eager to tell us what they would like to see:

"A busy area where people can live, play and relax near and in the waters of Lake Ontario." - C.H.

"...unspoiled nature in abundance...where one can see and enjoy the beauty and design of the city while gaining tranquility and rest..." - T.T.

"...a place where retail and residential components can come together to create a diverse, dynamic and beautiful waterfront..." - D.F.

"More green spaces, more small living spaces, more of a tourist attraction. A place we might go for entertainment, education, relaxation and recreation." - A.S.

"A better mix of public and private lands, with an accent on accessibility and affordability" - J.L.

"A fabulous park system that really celebrates Toronto as a meeting place on the water." - G.G.

The public vision is actually a mosaic composed of many interests and ideas, some of which are expressed above. The task of the Metropolitan Waterfront Plan is to acknowledge the public vision and establish policies that reflect its common themes and priorities. These should ensure that the waterfront:

- is a high priority public resource and a legacy for the future;
- is an example of environmentally sensitive and cooperative management;
- is a clean, safe, natural, unbuilt and attractive recreational area which is part of a regionally connected open space system;
- offers public access to and along the water's edge;
- is a resource whose features, habitats and wildlife are priorities for conservation, remediation and management;
- benefits from environmentally sensitive lakefilling and stormwater and sewage treatment;
- continues to be a focus for cultural activities and programming;
- is an educational resource where residents and visitors can explore Metropolitan Toronto's natural and cultural waterfront heritage; and,
- is a place where development is of human scale and contributes to the liveability and attractiveness of the community.

2.2 Principles

The principles of equity, sustainability, choice and diversity, and shared responsibility were endorsed by the Metropolitan Waterfront Committee at the beginning of the Waterfront Plan process. They are consistent with those underlying the new Metropolitan Official Plan.

Equity

Equity refers to meaningful participation in the decision-making process and to both equality of access to services, facilities, and opportunities today and the preservation of resources for future residents.

Sustainability

The principle that human activity should contribute to a physical environment which supports attractive and healthy self-sustaining biological communities is termed sustainability. Ideally, these communities maintain a variety of habitats, a wide diversity of species, and a stable ecological balance.

Choice and Diversity

Choice and diversity suggest that options in lifestyle, services, facilities, neighbourhoods, housing, employment, and social, recreational, and cultural opportunities should be available and encouraged, reflecting the rich diversity of cultural and religious backgrounds of Metropolitan residents.

Shared Responsibility

Shared responsibility requires that individuals, the private sector and government work cooperatively to realize the full potential of the urban environment. Everyone who lives, works, or plays in the metropolis has a personal stake in ensuring that their activities contribute positively to a healthy waterfront environment.

Applying the Principles

Ecosystem Approach

Metropolitan Toronto is committed to taking an ecosystem approach in preparing the new Waterfront Plan. An ecosystem can be defined as a dynamic network formed by the interaction of living things with one another and with their habitat. This includes the processes, relationships and interactions of air, water,

soil, plants, and animals. Humans are an integral part of this system and their activities should be understood in the context of the larger system.

An ecosystem approach to planning implies the recognition of natural boundaries, necessitating a greater degree of inter-governmental collaboration. It also requires policy techniques which recognize a broader spectrum of issues and which take account of connections between the various components of the ecosystem. A shared vision and widespread public support are central to the implementation of an ecosystem approach.

Stewardship Perspective

The concept that the present generation does not have the right to misuse, degrade or destroy the natural environment is key to a stewardship perspective. There is a moral obligation to restore the natural environment and pass it on intact to future generations. The wise management of natural resources and the ability to protect future options requires a mutual commitment from all levels of government and the community to recognize the waterfront as a public resource and to share stewardship responsibility.

Partnership Agreements

Recognizing the division of responsibilities among all levels of government and the community, partnership agreements lead the way to the identification of paths of cooperation. Partnership agreements include a collaborative planning process and mutually supportive policies, programs, and initiatives.

2.3 Priorities for the Metropolitan Waterfront Plan

The Metropolitan Waterfront Committee identified the following priorities for the Metropolitan waterfront at the beginning of the planning process:

- to re-establish the natural integrity of the waterfront;
- to enable the regional population to get to the water's edge while acknowledging the interests of local residents;

- to satisfy the requirements of the region with regard to the allocation of waterfront resources, including the port function, water-related recreational uses, water-oriented industrial uses, water intake, and sewage treatment requirements;
- to provide continuity of access, wherever possible, to and along the waterfront;
- to satisfy the functional needs of diverse interests by providing for natural, recreational, exhibition, industrial, commercial, and residential areas and regional transportation requirements;
- to achieve a balance between accommodating an increasing population in the region, providing employment, passive environmental interests, and active recreational interests;
- to achieve linkage between the waterfront and the river valley system;
- to promote a better understanding of regional waterfront heritage; and,
- to promote a high quality of design associated with a water's edge urban area.

In addressing these priorities the challenge is to balance potentially competing needs and interests. This requires the integration of environmental, social, and economic considerations in the waterfront planning process.

2.4 Summary

The Metropolitan Waterfront Plan will be a policy framework evolving directly from the public vision. This vision has provided a basis for the articulation of guiding principles for this process: choice and diversity, sustainability, equity, and shared responsibility. Vehicles for the application of these principles and the regional priorities for waterfront planning directions are delineated in the second section of this chapter. The principles, their application in policy and planning priorities will be explored more fully in subsequent chapters.

3. STRUCTURE

Chapter 3 outlines the physical elements which define the character of the waterfront. The ecosystem approach to structure emphasizes the relationships between various human and natural processes as being central to responsible planning.

3.1 Definition of the Waterfront

The current Metropolitan Official Plan defines the waterfront as all lands abutting Lake Ontario south of Lakeshore Boulevard, the Gardiner/Eastern Avenue/Queen Street, and Kingston Road/Highway 401.

Figure 1: Definition of the Waterfront

From an ecosystem perspective, it is proposed that this definition be expanded, having regard for the impact of the nearshore and the lake on the land, and of the rivers on the lake. For the purposes of the Metropolitan Waterfront Plan, the waterfront is therefore defined as follows:

(i) encompassing all lands along the water's edge, generally to the first major physical barrier (major roadway, rail line, etc.) but also including neighbourhoods with historic connection to the lake and those lands near the shore which may potentially be subject to redevelopment, having impact on the waterfront area;

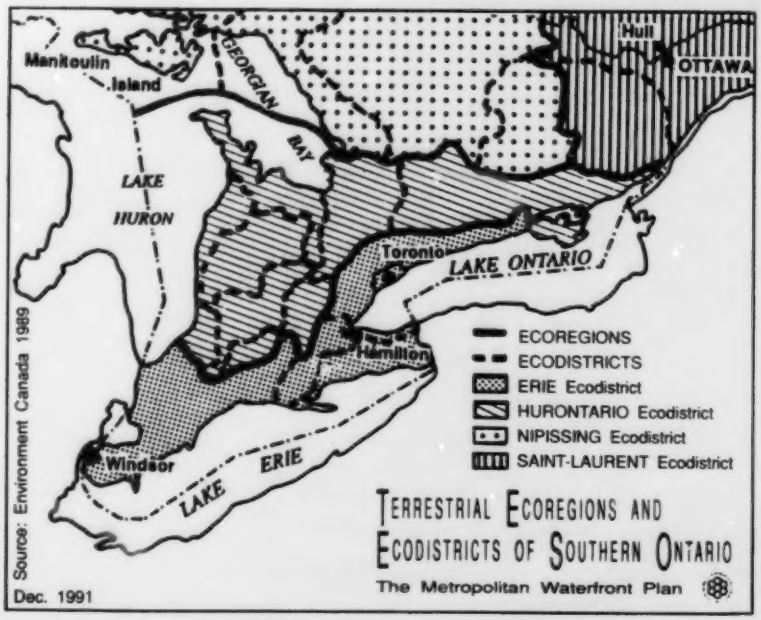
(ii) the nearshore of Lake Ontario within which the action of waves and wind driven current impact upon the shoreline, generally extending to an underwater depth of 65 metres; and,

(iii) major water courses and associated valley lands draining into Lake Ontario.

3.2 Biophysical Framework

Lake Ontario is located within the Great Lakes basin, the world's largest body of fresh water, representing one fifth of the global supply. Recently the negative effects of human activities on this system have been recognized; these are of particular significance to the Metropolitan waterfront which is impacted by upstream activities. The Metropolitan Waterfront Plan is being developed within the context of interrelated natural systems which are not defined by political jurisdictions but rather by zones of influence. It is within this context that demands on the natural system must be managed if negative impacts on the waterfront are to be prevented.

Lake Ontario's lowlands, including the present day waterfront and much of the central area, were flooded during the ice age by the waters of Lake Iroquois, covering clay and loose earth and adding a layer of sand in some areas. The shoreline of Lake Iroquois is still visible across much of the region in places such as Casa Loma, the hill at Yonge Street above Summerhill Station, the high point of land at the Beaches, and the entire Scarborough Bluffs.



The Metropolitan region is part of an EcoDistrict, which itself is part of the Erie EcoRegion, as defined by the National Land Resource Mapping Framework prepared by Environment Canada. It is also part of a watershed drainage basin which extends south from the Oak Ridges Moraine.

Ecosystems exist on different scales, from microscopic to global. They "nest" one within the other and overlap.

The challenge of an ecosystem approach is to identify an appropriate scale for analysis of the larger system, its components and interconnections, but which is a manageable size for accountable decision-making.

Waterfront planning has not always been approached with sufficient attention to watershed or off-shore influences and long-term consequences. Environmental issues have been addressed as discrete matters, typically through a separate process, rather than as integral to the planning process. As a result, consideration of the natural environment is often viewed as a constraint rather than an opportunity to achieve economic and social benefits. In part this relates to the scale of traditional planning units, the differing timeframes associated with the realization of economic and environmental returns on investment, and the priority given to broader, more long term impacts in contrast to more immediate and site specific impacts.

An Ecological Planning Unit

Figure 2: Biophysical Structure

The ecosystem approach to waterfront planning has created the need for an alternative planning unit. It should provide a biophysical context for decision-making, facilitate recognition of the interaction between all elements of the urban community, and assist in the understanding of their mutual dependencies. This includes relationships such as those between fluvial and coastal processes, development and the hydrological cycle, and the distribution of open space and habitat productivity. Natural and urban systems have zones of influence which extend well beyond individual development sites and neighbourhoods, and which often do not reflect jurisdictional boundaries. This new planning unit should form the basis for data collection and analysis, policy formulation, and strategies for interjurisdictional collaboration. The implementation of policies and plans would continue to reflect jurisdictional mandates.

Through the Waterfront Plan process a new planning unit, the Geoshed, was developed, based on the

following geophysical characteristics:

- Shoreline Physiography - the relief, surface geology and lithology along and perpendicular to the shore, and including the characteristics of the natural or built "edge"

- Natural Drainage Systems - watersheds are the natural areas within which the quality and quantity of water flowing into Lake Ontario can be assessed

- Urban Drainage Systems - the storm and sanitary sewer systems which may cross into adjoining watersheds and which alter natural flows and associated processes

- Offshore Bathymetry - the depth of water where deep water waves begin to refract (point of impact) and therefore the limit within which wave action and wind-driven current begin to directly affect the shoreline

- Littoral Cells - an area in which sediment transport is under the continuous influence of waves and current

This concept offers a number of benefits. It illustrates the relationship between the river valley and coastal processes affecting the shoreline and between the natural and urban drainage systems. The geoshed concept also provides a foundation for integration of valleyland and waterfront policies. Manageable planning limits to the biophysical structure are required.

Table 1: Metropolitan Geosheds

Applying this model, the Metropolitan waterfront consists of four geosheds which extend north to the Oak Ridges Moraine, east and west to the boundaries of the seven watersheds centering on Metropolitan Toronto, and south to the nearshore zone (that point at which deep water waves begin to directly affect and interact with shoreline processes).

Table 1: METROPOLITAN GEOSHEDS

GEOSHED	ETOBICOKE	HUMBER	DON	HIGHLAND ROUGE
BOUNDARIES	Etobicoke Creek Watershed to Humber Bay	Humber Bay to East Bayfront, excluding Toronto Islands	East Bayfront to Fallingbrook Drive, including the Toronto Islands	Fallingbrook Drive to the Petticoat Creek Watershed
CHARACTERISTICS	▸low relief shale cliffs ▸small pocket beaches ▸considerable revetment with private modifications ▸sand plain adjacent to Iroquois Shoreline ▸bathymetry indicating regular nearshore slope	▸low lying reclaimed lands protected by breakwaters ▸physiographic nature defined by continuation of sand plain shared by Don geoshed ▸physiography evolves from sand plain in the north to till plain at Iroquois Shoreline ▸largely field crops with some forest, sparsely settled ▸encompasses Humber Watershed interior	▸low relief coastline with moderate beach accumulation ▸sand plain at waterfront changes to till plain near the Iroquois Shoreline ▸heavily urbanized ▸lake bed characterized by Toronto Shelf at 5-15 fathoms dropping to 15-30 fathoms at Toronto Scarp ▸contains Don River Watershed ▸most heavily modified shoreline through lakefilling	▸high relief shoreline in Bluff area ▸absence of significant shelf where beach formation can occur ▸physiography is a mix of clay, sand, and till plain ▸interior includes Rouge River and Highland Creek Watersheds ▸Bluffs area drains through small creeks ▸Toronto Shelf is primary bathymetric feature
IMPLICATIONS FOR PARTNERSHIPS	▸significant portion lies beyond Metro boundaries ▸largely rural, but area in Metro heavily urbanized	▸majority of geoshed lies outside of Metro, extending north to Oak Ridges Moraine	▸most of geoshed lies within Metro	▸most of geoshed lies outside of Metro ▸contains the highest percentage of natural and non-urbanized land of the four geosheds

While geosheds are delineated by specific geophysical characteristics, they are dynamic systems with linkages to neighbouring geosheds, and their physical processes are clearly influenced by the broader ecosystems of which they are a part, for example, Lake Ontario, the Great Lakes Basin, and beyond.

It should be emphasized that the geoshed concept is a planning tool and is not intended to replace other planning units but rather to provide a more comprehensive context for policy development.

3.3 Urban Structure

The elements of the urban structure along the waterfront include:

- a connected open space system comprising a range of active and passive areas linked with the valleylands and neighbouring regions;
- a diversity of connected terrestrial and aquatic habitats;
- public works facilities and related land base requirements;
- the concentration of population, employment and high intensity recreational activities at key waterfront locations;
- a regional transportation system which includes increased surface transit facilities, enhanced pedestrian linkages and multi-modal connections at key waterfront destinations;
- historic structures, patterns and uses; and
- a continuous Lakeside Trail.

An understanding of these elements in conjunction with the biophysical framework provides the entire context within which resource distribution and land use decisions can be made.

Open Space Distribution and Connections

Public Realm

The distribution, configuration, and linkage of open space is fundamental to the liveability of the urban community. Open spaces perform a variety of

functions in the urban context which are essential to environmental health, social well-being and economic vitality. These functions include: supporting a diversity of productive habitats and a variety of species, contributing to the quality of air, water and soil, and sustaining natural processes. Open spaces facilitate the provision of opportunities for leisure activities including a range of recreational and environmental pursuits, and experiences which provide psychological and aesthetic relief. Along the waterfront the open space system comprises both land and water elements. It is the interface between land and water which makes the waterfront a special place but also one which is fragile, sensitive and finite. The priority given to the open space system in the Waterfront Plan process is, to a large extent, due to the increasing public commitment to environmental integrity and to changing attitudes towards recreation and lifestyle choices. Given the demographic trends and the anticipated population increase in the Metropolitan area, the demands on waterfront open spaces are expected to increase.

Diversity of Open Space

A connected system of open spaces is proposed comprising elements which vary in size, character, function, intensity of use as well as level of public access (such as in the case of environmentally sensitive areas). The open space system will include diverse recreational opportunities and a range of experiences. These will be broadly distributed across the waterfront in a manner compatible with the natural environment and the pattern of residential communities. They will include:

- low intensity passive areas, including lake views and vistas from street ends and between buildings, lands surrounding public facilities, and natural areas with minimal or no maintenance;

- moderate intensity active and passive areas including parks with amenity and recreational facilities; and,

- high intensity activity areas which serve as gathering places and dispersion points containing specific attractions such as recreational and cultural facilities and commercial enterprises, and the infrastructure to support large events and places where people can congregate.

Connections

The linkages providing connections between various elements and with the urban community are key components of the open space system These linkages are fundamental to integrating the open space system into the urban fabric and to sustaining natural processes. These processes only preserve their integrity if they maintain their ability to organize, balance and reproduce themselves. Contact with the broader system is essential for this, so a network of connected open spaces and water bodies is required. This must consist of a dynamic system of habitats, both terrestrial and aquatic, comprising diverse elements connected by biological pathways enabling movement and succession.

Figure 3: Opportunities for Open Space Linkage

Physical and biological linkages will be established and protected between open spaces and adjacent communities, between municipalities and regions, between the waterfront and valleyland open space systems, and between terrestrial and aquatic habitats.

The primary mechanisms for establishing the linkage of open spaces along the waterfront will be the Lakeside Trail, connecting greenways, biological pathways between water and land, and view corridors.

Concentrated Reurbanization at Key Destinations

The goal of securing a clean and publicly accessible waterfront requires a concentrated form of urbanization. The distribution of activity nodes and local centres will be identified. The rationale for their location will be to concentrate more intense uses and facilitate higher levels of access to urbanized locations where compatibility exists with the biophysical environment. As key waterfront destinations, activity nodes and local centres will be linked across the

waterfront by an integrated transportation network with a priority on enhanced transit facilities and service, and pedestrian and bicycle trails. Inter-modal linkages both along the waterfront and north-south will be provided at these destinations, although the scale of transportation facilities will vary based upon the intensity of use.

Activity Areas

Activity areas will be primarily recreational in nature. Planning for adjacent uses and/or programming for activity areas will generate activity during the day and evening, 7 days a week year-round.

Local Centres

Local centres will vary in size and will consist of a mix of community facilities and residential, employment, and recreational uses, developed in a compact manner and be served by transit. The development of local centres on the waterfront should be characterized by:

- protection of significant views;
- pedestrian orientation;
- provision of public open space with linkages along the waterfront and to the valleyland system;
- an identifiable, inviting public entrance;
- attention to the relationship between the proposed development, the character of the waterfront, and heritage elements;
- provisions for micro-climate effects such as sun/shade and wind conditions and seasonal variations;
- provisions for the Lakeside Trail; and
- protection of the public realm which supports public activity and a sense of community.

Provision of Infrastructure

The Metropolitan lands and facilities along the waterfront are fundamental components of the infrastructure which supports the metropolis. They include waterworks and sewage treatment facilities, transportation systems, open space, and recreational facilities. The potential for future expansion and effective operation of these amenities requires protection.

Continuity

Enhanced transit facilities and improved pedestrian linkages along the waterfront are key to equitable public access and environmental health. Inter-modal linkages need to be provided at key waterfront destinations to support the reduction of automobiles on the waterfront and facilitate linkage to pedestrian and bicycle trails. Maintaining the continuity and variety of pedestrian environments is an important element of the transportation system.

Heritage Structures, Patterns, and Uses

Early patterns of development and uses have a contemporary impact: they form a significant part of the urban structure which exists today, creating continuity, a community memory, and a network of cherished and familiar places. A surprising number of old buildings remain on the waterfront. Some of these are little known or disguised by later modifications. Early waterfront buildings are distinctive in that they face the lake, which was the focal point and main transportation corridor. Subsequent generations of architecture have turned their backs to the waterfront. It is these patterns of use and development rather than individual buildings which have a profound impact on the urban structure. Structures related to shipping and industry are still present on the waterfront, and these remaining facilities provide a significant sense of former activity. The early use of the waterfront as an important recreational resource has resulted in the protection of parks and open spaces to the present. The preservation of valued heritage characteristics, historic uses and patterns is essential to the atmosphere of belonging which the metropolis provides, and to an enhanced quality of life for residents.

3.4 Summary

This chapter defines the waterfront and outlines a biophysical framework for the Metropolitan Waterfront Plan. The urban structure of the waterfront is characterized by distinctive open space distribution and

connections, a variety of diverse terrestrial and aquatic habitats, a concentrated mix of high intensity uses at key destinations, the priority given to the provision of infrastructure and heritage structures, patterns, and uses. The biophysical and urban conditions together form the waterfront. The policy framework described in Chapter 4 ensures an urban structure which incorporates biophysical elements and processes and supports liveability.

4. Policy Framework

The change in values and priorities regarding the liveability of our cities and the quality of the environment must be translated into an effective and integrated policy framework if resources are to be managed to meet the challenge. Chapter 4 outlines the way in which this will be achieved in the Metropolitan Waterfront Plan.

The policy framework is founded on three concepts which form the basic components of the plan: the Healthy Waterfront, the Accessible Waterfront, and the Working Waterfront. This overview outlines the policy areas to be addressed by the Plan.

The Healthy Waterfront reflects a desire to protect the integrity of the natural waterfront and its ability to maintain its basic organization and function, while providing for the needs of people to enjoy and benefit from a healthy waterfront environment.

The Accessible Waterfront is based on the premise that everyone has the right to be able to get to the waterfront, in every season, and that wherever possible the waterfront should be public in character.

The Working Waterfront acknowledges the role that the waterfront plays as an integral part of the urban community where people work, live, and play, in addition to sustaining the region through the provision of water and outlets for treated waste.

These three concepts offer unique perspectives of the waterfront which are interdisciplinary and which cut across traditional planning categories. In this way, the vital connections and dependencies can be identified which will assist in the determination of competing needs and the resolution of inherent conflicts.

4.1 The Healthy Waterfront

A Healthy Waterfront is defined as one which supports and enhances the well-being of people and other living things, allowing natural processes to occur in harmony with the built and social environment.

This component deals with natural systems within an urbanized ecosystem, considers the interaction with the built aspects of the physical environment, and outlines the opportunities to prevent losses and degradation of waterfront resources and to restore health. By definition, an urban ecosystem must acknowledge the impact of individuals and communities upon the larger and the local environment, and of equal importance, the myriad means by which the physical environment affects human quality of life.

The Metropolitan waterfront is an urbanized ecosystem consisting of three distinct but overlapping and interconnected environments:

- the near shore of Lake Ontario;
- the shoreline itself; and
- an area of land within which "waterfront activities" occur.

Implicit in the definition of a Healthy Waterfront is the principle of sustainability. Despite their interaction, the contribution of the natural environment to human health is rarely explicitly acknowledged. It may therefore be necessary to focus our efforts to establish a healthy waterfront in favour of environmental priorities in the decision-making process.

Interactive Processes

Figure 4: Waterfront Communities

The healthy waterfront component comprises three elements: biophysical, social/cultural/economic, and interactions:

- the biophysical elements include water, air, soil, coastal, fluvial and hydrological processes, habitat succession, and species diversity;

- the social/cultural/economic elements comprise humans, their health and safety, and the

aesthetic and psychological relief qualities inherent in the human experience of waterfront locations;

- interactions refers to the interrelationships between biophysical productivity, human health and activities, and the stresses imposed by urbanization on the biophysical elements.

Table 2: The Urban Hydrological Cycle

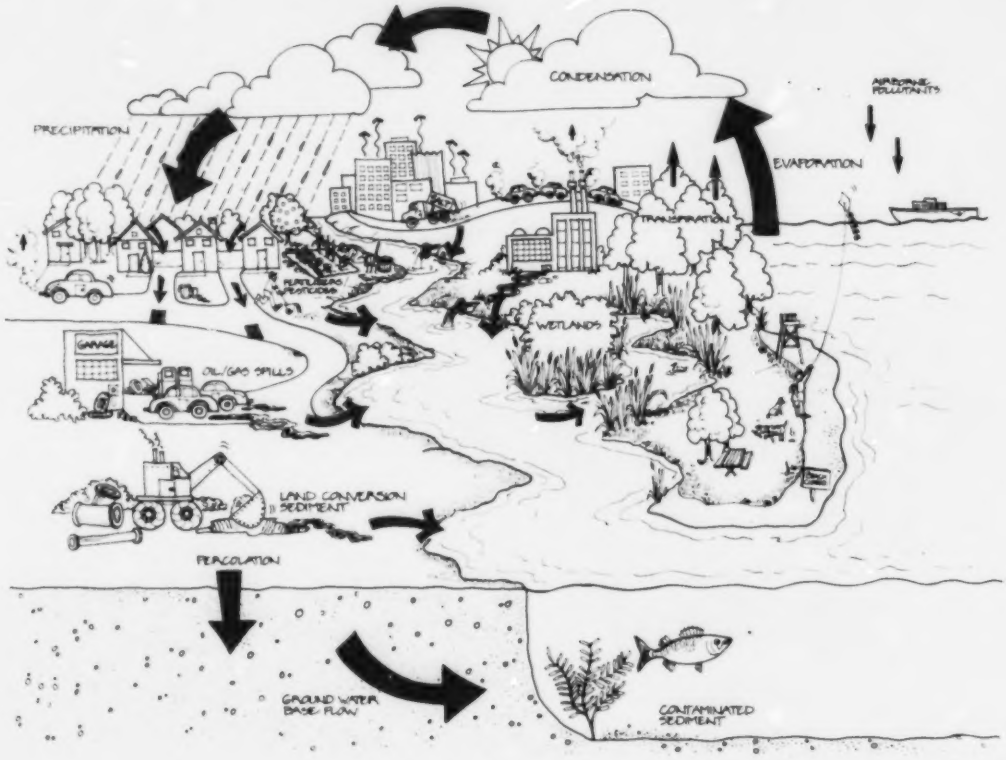
To re-establish a healthy waterfront, it is essential to recognize the dynamic nature of the waterfront ecosystem, understand the mutual dependencies and establish policies to guide decision-making. Although it might be impossible to achieve a true balance (given the dominance of human demands), it is essential to understand the individual factors affecting the equilibrium of the system as a whole, recognize the cumulative effects of decisions over time and space, and manage social, cultural and economic behaviour so as to protect and sustain the biophysical elements of the ecosystem.

Defining Health

The health of the waterfront therefore is determined by the level at which we sustain the biophysical elements of the environment, the quality of human health and experience, and the degree of stress placed on the environment by human activities and development. In other words, the health of the waterfront is determined by how well the relationships among natural features and processes and urbanization are managed. A healthy waterfront is characterized by:

- drinkable, fishable, swimmable water;
- a variety of productive habitats;
- diversity of species;
- a variety of aesthetically pleasing landscapes;
- a lack of noxious odours and obtrusive noise;
- the absence of threat to life, health, and property; and
- a range of opportunities to experience and enjoy.

Table 2: The Hydrological Cycle in the Urban Environment



Water forms a dynamic, continuous web that maintains and unites all life on earth. The hydrological cycle is a bio-geochemical cycle that moves and recycles water throughout the biosphere by the processes of precipitation, runoff, infiltration, transpiration, evaporation and condensation.

In the urban environment, the natural hydrological cycle is greatly altered. Due to stream channelization and impermeable urban surfaces, water is not absorbed or cleansed because it moves through the system rapidly and in large volumes to the lake via storm sewers and watercourses. Some water is temporarily withdrawn from the system (from the lake in the case of Metro) for human, municipal and industrial use and is returned at or near the surface in the form of water vapour or discharged effluent. These emissions, as well as runoff that carries with it pesticides, fertilizers, salt and other contaminants, impair the quality of water within the system. Further impairment arises in the atmosphere from airborne dust, metals and volatile organic compounds emitted by automobiles and industry, which attach to water molecules.

The lack of forest or vegetation cover in the urban environment decreases the rate of transpiration, while thermal pockets that surround built up areas increase the rate of evaporation. This change in the hydrological cycle and the human effect on water quality have a global impact on the natural life cycle of all living things.

Research is currently underway to establish the current state of "waterfront health", enhance understanding of the dominant waterfront processes and their connections, and develop indicators of waterfront health to serve as a basis for on-going monitoring and policy evaluation. It is anticipated that this research will provide significant input to the policy development process.

Goal and Objectives

Goal: to secure a healthy physical waterfront environment

Objectives:

(i) identify natural features and processes of importance to the health of the physical environment;
(ii) conserve, protect, and enhance ecological diversity and habitat productivity;
(iii) foster stewardship of the environment by promoting intergovernmental cooperation and social responsibility;
(iv) adopt an integrated and cooperative approach to managing the natural waterfront environment;
(v) adopt a resource management strategy based upon biophysical boundaries;
(vi) promote and support the unique amenity values and experiences inherent in a dynamic waterfront environment.

Policy Directions

Metropolitan policies for the wise management of finite waterfront resources will focus on:

(i) knowing and understanding interrelationships within and between natural systems and urban development;

(ii) balancing compatibility between land and water uses and biophysical sustainability;

(iii) recognizing potential impacts over time and space in order to minimize disruption of natural systems and maximize their sustainability; and,

(iv) interjurisdictional coordination in support of conservation, protection, and enhancement of natural features.

4.2 The Accessible Waterfront

An accessible waterfront is defined as a place which is an integral part of the community, easy to reach, visible, and available to anyone who wants to use and enjoy it.

The issue of public access to the lake is critical to public use and enjoyment of the waterfront. If people can't get to, don't know about, or can't see the waterfront, it will not be widely experienced or enjoyed.

Physical Access

Physical access is concerned with the availability of public space at the water's edge, and the movement of people and goods to, through, and within the waterfront.

Public Domain

Recognizing the waterfront as a significant public resource it is essential to ensure the broad and equitable distribution of benefits derived from this asset both today and in the future. Key to achieving this is the protection and enhancement of the public realm at the water's edge and the provision of numerous public easements, including view corridors, pedestrian pathways, and roadways to and from the lake.

Transportation System

The waterfront of Metropolitan Toronto has always played an important role as a transportation artery for the movement of goods and people by water, rail, road, or transit. This role has become more important with the growth of the Central Area, intensification within Metro, increasing demands of the GTA, and the potential for redevelopment along the waterfront. There is no other area which has such a concentration and diversity of transportation facilities.

At present the majority of movement **to** the waterfront is for recreation, but future residential and/or commercial development may result in increased commuter travel to and from the

waterfront. Existing movement is accommodated by a broad range of modes and services including railways, transit, expressways, local roads, ferries, freighters, bicycles, and walking. Access to the waterfront by transit, pedestrians, and bicycles is inadequate. People must have direct and convenient access along identifiable routes.

Movement of goods and people **within** the waterfront refers to travel with both origin and destination in the waterfront. This movement is somewhat limited by physical impediments and/or discontinuous services. At present transit accessibility within the waterfront (with the exception of Harbourfront) is almost non-existent. In general, accessibility within the waterfront is inadequate and does not provide for continuity and connectedness.

Movement **through** the waterfront refers to travel which has neither origin or destination in the waterfront. The majority of this travel occurs in the Gardiner/Lakeshore railway/expressway corridor which provides a high level of access for commuters and goods to and from the Central Area, although this may decrease with future demands. Facilities supporting movement through the waterfront essentially form a barrier to other types of waterfront access. Despite this and the fact that future Metropolitan directions point to a reduction of automobile travel and to encouragement of other modes of travel with an emphasis on public transit, walking, and cycling, it will continue to be necessary to maintain the regional transportation function of the waterfront corridor.

Lakeside Trail

There is also a need to establish a continuous pedestrian/bicycle trail along the lake, both to provide additional public access, and to provide links between the existing waterfront trails and the extensive river valley trail system. Much of this trail is either already in place or is easily achieved on publicly owned land.

Figure 5: Access and Movement

Perceptual Access

Perceptual access to the waterfront involves awareness of the lake and the amenities it offers, and the degree to which people feel welcome to use public waterfront places. The waterfront should offer people clear access to the sight and sound of the lake, unencumbered by structural or psychological barriers when reconnected with the rest of the urban fabric.

Character of the Public Realm

Public places on the waterfront should be clearly distinguished such that the public realm is recognizable and inviting. Adjacent private development must contribute positively to the quality, comfort, and safety of the public realm. Design of all waterfront developments should reflect the unique character and nature of a waterfront environment, be pedestrian oriented, and promote the natural and cultural heritage intrinsic to the waterfront. To optimize public use and enjoyment of the waterfront, the character of the public realm should provide a range of opportunities and experiences year-round, including programming which meets public recreational, health, and educational needs. The public realm should offer a distinct sense of place derived from heritage structures, patterns, and design features.

Reconnecting the Waterfront with the Urban Community

Reconnecting the waterfront to the rest of the urban community is key to waterfront access. Historically, waterfront neighbourhoods have become isolated from the water where local streets no longer extend down to the lake. Views of the water from locations throughout Metropolitan Toronto should be protected.

Equitable Access

Diversity of Opportunities

Equitable access involves the right of all citizens to enjoy the amenities of the waterfront in a safe, clean, and welcoming environment. It includes a balanced distribution of recreational facilities of interest to a wide range of ages, income groups, and cultural backgrounds, and the ability of all individuals to reach and travel along the waterfront. It also involves meaningful access to the decision-making process.

Right of Access

Goal and Objectives

Goal: to secure a waterfront that is useable, connected and inviting throughout the year

Objectives:

(i) ensure that the waterfront is available for public use and enjoyment;

(ii) ensure public access to, within, and through the waterfront by establishing a transportation system which will:
- provide an enhanced level of public access to recreational and cultural activities on the waterfront;
- provide transportation facilities to support existing and future development in the waterfront;

- facilitate a compact, pedestrian orientated urban design for development nodes along the waterfront; and,
- encourage and support transit, pedestrian, and bicycle modes of travel;

(iii) reconnect the urban community with the lake by:
- protecting regionally significant views and sight lines to and from the lake; and,
- supporting and undertaking the development of recognizable routes and entrances to the waterfront;

(iv) ensure that public places on the waterfront:
- are recognizable as public;
- are safe and useable throughout the year;
- protect and enhance the aesthetic, natural and heritage environments; and,
- are designed to reflect the special nature of a lakeside location;

(v) provide and promote facilities and programs within the waterfront for all social and economic groups.

Policy Directions

Metro Council recognizes the lake as a significant public asset and is committed to maintaining and enhancing public access to it in a manner compatible with the sustainability of biophysical processes. Policies will focus on:

(i) the availability and character of the public realm;

(ii) establishing a transportation system which will provide access to, through, and within the waterfront;

(iii) reconnecting the waterfront with the rest of the urban fabric; and,

(iv) the availability and distribution of facilities and programs across the waterfront.

4.3 The Working Waterfront

A working waterfront is defined as one which achieves a balance between protecting the efficiency of essential functions while preserving and enhancing the liveability and vibrancy of the waterfront experience.

The diverse land uses, municipal services, and activities of a working waterfront play an essential role in the continued efficiency and vitality of Metropolitan Toronto and define the unique and constantly evolving character of the waterfront environment.

The waterfront literally "works" to support the quality of life in Metropolitan Toronto and the GTA. Essential waterfront functions include:

- supply of water and treatment of wastewater;
- recreational opportunities;
- transportation corridor (rail, road, shipping, air);
- economic opportunities related to industry and tourism; and,
- origins of community heritage.

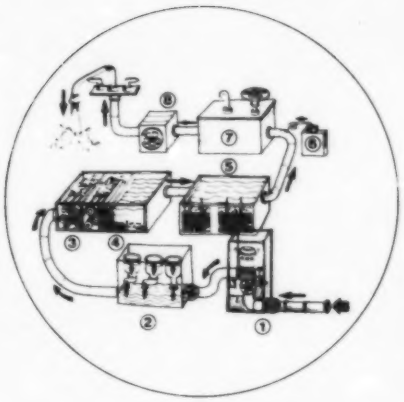
Process of Reurbanization

The challenge in guiding land use change on the waterfront lies in the need to ensure orderly change among competing uses while preserving and enhancing the waterfront character.

Many world cities still have waterfronts dominated by a port and related industrial activities that support the regional hinterland. In Metro, the waterfront continues to support the regional economy but industrial heritage is now considerably less apparent than it once was. The Port of Toronto and associated industrial activities continue to play an important regional transportation and economic role by supporting linkages throughout Metro and the GTA. Despite historic connections to the lake, industry located near the waterfront today is typically more reliant on railway and highway linkages.

The mix of land uses that collectively establishes the character of the waterfront is now strongly recreational in nature, although not always focused on the water itself, and oriented to both local and international tourism, while the evolution of other parts of the waterfront is dominated by a growing demand for waterfront living. To maintain the public character of the waterfront, the design, siting, and mix of new communities must acknowledge at the outset the need for an acceptable compromise between private needs and public access.

At the same time, the waterfront supports many of the region's essential municipal services and facilities fundamental to the population's quality of life. These include wastewater treatment and water filtration plants, as well as the Island Airport, the Port of Toronto, and vital rail and road linkages. The waterfront transportation corridor accounts for a very high proportion of goods and people movement in the region. The operational needs of these essential facilities must be acknowledged and accommodated in an environmentally responsible manner.



WATER FILTRATION

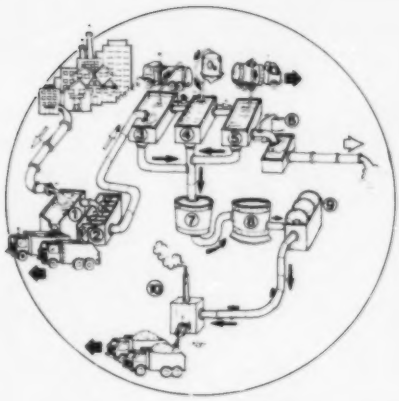
(1) Water from the lake is screened at the intake to remove fish, plants and other debris. *(2)* Aluminum sulfate, polymers and chlorine are added to the water to kill germs, improve taste and odour, and to help settle solids still in the water. *(3)* During coagulation and flocculation, the added chemicals cling to particles in the water creating larger particles called floc. *(4)* In the sedimentation basin, floc settles to the bottom and is removed. *(5)* Filtration through layers of anthracite, sand and gravel removes any remaining particles in the water. *(6-7)* Small amounts of chlorine and fluoride are added and mix with the water in a storage tank called a clear well. *(8)* From there it is distributed to homes and businesses through pumping stations.

Essential Municipal Services

Municipal facilities located along the waterfront are essential to human health, social well-being, and economic vitality. The ability of Metropolitan Toronto to support additional population in the next century is dependent on the capacity to expand these facilities to both accommodate growth and improve operating efficiency.

Recreational Opportunities

Waterfront open spaces provide the community with a variety of opportunities and experiences in contrast to the intensity of urban living. The



SEWAGE TREATMENT

The method of sewage treatment within the Metropolitan area is the activated sludge process and begins with the removal of grit *(1)* in special chambers where some 80% of the water-borne grit is collected. Mechanical screening *(2)* removes solid objects such as sticks and rags. Initial settling in primary sedimentation tanks *(3)* allows some 40-50% of the suspended solids to settle out as raw sludge. Most of the grease is also collected and removed here. In the aeration tanks *(4)* oxidation speeds up the action of sewage-digesting bacteria obtained from the sludge. A soluble iron salt is added to precipitate phosphate salts which settle out in the final sedimentation tanks *(5)* thereby helping to control aquatic plant growths in the lake. More grease is removed before the liquid portion of the sewage, having been appreciably purified, is chlorinated *(6)* and released to the lake as treated effluent.

The solids still remain to be handled. The screenings, the grit and much of the grease are trucked away and buried in sanitary landfills. The sludge that settles out of all three tanks is thickened *(7)* by the dissolved air flotation process and pumped into digestion tanks *(8)* where the action of anaerobic bacteria decomposes the more objectionable components of the sludge into relatively stable organic and inorganic compounds. The process releases methane gas which is collected and used as fuel for various operations within the treatment plant. The digested sludge is then dewatered *(9)* and incinerated *(10)*.

demand for waterfront recreational opportunities is growing as lifestyles and demographics change, and the cottage option is feasible for fewer and fewer people. The waterfront is increasingly important as a means of providing water-based leisure activities for the region's population.

Transportation Corridor

Successive eras of rail and road have reinforced the role of the waterfront as a transportation corridor and inter-regional connection. While the need for this artery continues to increase with the expansion of the GTA, a balance must be found between this and other public priorities. The reconnection of the metropolis to the waterfront and the enhancement of pedestrian, bicycle and transit options are high on the public agenda. The transportation corridor also poses challenges to the important objectives of environmentally sustainable practices and pleasing, human-scale aesthetics on the waterfront.

Economic Opportunities

As an attractive and finite resource, the waterfront is already considerably sought after as a setting for investment and economic opportunity. The commitment to intensification as a sustainable pattern of development will result in renewal along the waterfront. Although many heavy industries have relocated from the waterfront, "green" and "clean" industries are potential substitutes. The provision of facilities for international trade fairs, conferences, and other large functions in ways which are enhanced by the presence of the lake could reap benefits for the regional economy. Similarly, retail, hospitality and entertainment facilities at key activity centres could greatly enhance the attractiveness of the waterfront setting,

while potentially increasing the viability of recreational facilities on a year-round basis. Water-related employment takes advantage of existing infrastructure and reinforces the historic economic role of the waterfront. The public emphasis on enhanced transit to and along the waterfront will contribute to the creation of employment. The potential for marine transportation has yet to be fully explored as an efficient option which would enhance use of the waterfront. Enhancing the natural qualities of the waterfront will in itself result in more visitors and the associated economic benefits. The waterfront is a rich resource which offers a multitude of economic possibilities for both private and public undertakings.

Waterfront Heritage

Regional waterfront heritage consists of built and natural elements. Conservation and interpretation are the two primary policy issues to be addressed. The origins and evolution of the physiographic features on the waterfront as well as the makeup and health of current waterfront communities are important aspects of our heritage and need to be communicated.

The history of the Metropolitan community can be traced through the evolution of the built waterfront. Waterfront heritage is a significant component of the urban shape and a contributor to the character of today's waterfront. It is a rich heritage central to an understanding of our society and the metropolis today and integral to the restoration of a healthy waterfront environment. This legacy will be protected in the Metropolitan Waterfront Plan.

Goal and Objectives

Goal: to achieve a balance between the efficiency of essential functions and the liveability and vibrancy of the waterfront experience

Objectives:

(i) provide efficient infrastructure and services for the long-term support of a sustainable metropolis;
(ii) enhance economic opportunities derived from the waterfront setting and contributing to the vitality of the region;
(iii) enhance the public character of the waterfront by an appropriate mix of uses which includes public spaces, compact development, and the protection of natural areas;
(iv) enable the public to enjoy water-related recreational, cultural and heritage opportunities on the waterfront through the provision of diverse services, facilities, and programming.

Policy Directions

Recognizing that the waterfront is a fragile and limited public resource, policies will focus on:

- the primacy of water-dependent and water-related uses;
- the protection and enhancement of essential municipal services and facilities;
- the celebration of natural and cultural heritage through promotion and interpretation;
- the need to shape reurbanization in an appropriate mix and form to preserve and enhance the character of the waterfront; and,
- the provision of water-related recreational facilities.

4.4 Summary and Common Themes

Table 3: Common Themes

The policy focus of the new Metropolitan Waterfront Plan is on bio-regional natural and social/cultural reciprocity. It is through attention to processes and their interrelationships that a sustainable environment and a liveable metropolis will be achieved. By the application of an ecosystem approach to planning and the entrenchment of the stewardship ethic, the public vision of a clean, vibrant, accessible waterfront can be realized and passed on to future generations.

Table 3 offers an indication of the extent to which common themes have emerged. The policy directions are shown in relation to the principles. This illustrates the focused and complex nature of ecosystem planning.

Table 3: Common Themes

POLICY COMPONENTS / PRINCIPLES	THE HEALTHY WATERFRONT	THE ACCESSIBLE WATERFRONT	THE WORKING WATERFRONT
CHOICE & DIVERSITY	▸diversity of habitats and species ▸diversity of landscapes ▸promote understanding	▸diversity of opportunities and experiences ▸promote awareness and use ▸provide access for all users ▸connect open space ▸range of non-auto options ▸promote visibility	▸diversity of uses ▸balance demands ▸optimize scope of use ▸support urban intensification
SUSTAINABILITY	▸remediate, conserve and enhance ▸account for cumulative impacts ▸biological linkages	▸protect public realm ▸transit and pedestrian orientation ▸limited public access to highly sensitive areas	▸primacy of water-related uses ▸mix in level of use ▸economic vitality ▸protect and promote natural and cultural heritage ▸availability and quality of municipal services ▸compatibility of water and land uses with sustainability
EQUITY	▸protect and enhance ▸remediate damage and losses ▸education ▸maintain resource for future	▸availability of public realm ▸meet needs of regional population ▸range of opportunities ▸transit focus ▸meaningful public participation	▸mix of uses ▸priority given to public uses ▸distribution of waterfront benefits
SHARED RESPONSIBILITY	▸inter-municipal and inter-regional coordination ▸biophysical framework ▸partnerships	▸quality and character of public realm ▸partnerships ▸interregional continuity ▸waterfront/valleyland continuity	▸management of urban ecosystem ▸commitment by public and private stakeholders to stewardship ▸partnerships

5. Implementation Strategy

Plans are only as effective as their implementation. The implementation strategy for the Metropolitan Waterfront Plan comprises five components:

- integration of the Waterfront Plan into the new Metropolitan Official Plan;
- Metropolitan initiatives;
- partnerships;
- funding implications; and,
- monitoring and evaluation.

5.1 New Metropolitan Official Plan

Metropolitan waterfront policies will be included in the new Metropolitan Official Plan, forming the legislative framework for resource management in the region. Waterfront and valleyland policies will be integrated within the Official Plan. Environmental policies which require broader application to be effective, such as the proposed revisions to the regional development review process identified in the report, "Towards a Liveable Metropolis", will be developed as part of the Official Plan implementation strategy. In this way environmental and social impact evaluation, which is critical for the waterfront, will be incorporated into the regional review process.

5.2 Metropolitan Initiatives

Initiatives by the regional government will result in the implementation of a significant number of the Metropolitan Waterfront Plan's policies. For

example, a strategy to enhance the access and the environmental integrity of Corporate Lands through new management practices will be initiated. Other strategies will increase public access, meet recreational needs and protect natural areas (including habitats) through land acquisition, improve waterfront areas through regeneration pilot projects, and provide continuous, connected access to the waterfront with the completion of the Lakeside Trail.

5.3 Partnerships

The establishment of partnership agreements is proposed by Metropolitan Toronto to facilitate a comprehensive approach to planning and resource management. They will encompass areas of mixed jurisdiction and agreements with private interests with a view to achieving common goals. These partnerships might be developed on a watershed or more site specific basis, for example, the Etobicoke Motel Strip, Garrison Common, Port/East Bayfront/ Lower Don, Port Union, with interregional cooperation occurring in such locations as Rouge River Marsh/Petticoat Creek (Metro, Pickering) and Marie Curtis Park/Canada Post Property (Metro, Mississauga), depending upon the issues to be addressed.

The intent of partnership agreements is to: overcome the effect of fragmented and delayed decision-making; avoid the need for additional layers of bureaucracy; ensure public support for plans based on a single set of objectives and a common vision; and, ensure equitable and efficient allocation of financial and other resources. Partnership agreements would also allow for on-going review of performance and the achievement of joint objectives and criteria.

5.4 Funding Implications

The funding implications of the Metropolitan Waterfront Plan and its implementation will be identified and incorporated into the capital and operating budget process. Clearly, implementation of the Plan requires the availability of appropriate human and financial resources, and priorities must be established within the broader context of Metropolitan and other agencies' resources.

5.5 Monitoring and Evaluation

A program for ongoing monitoring and evaluation will be developed in order that the effectiveness of policies and programs and their implementation can be assessed and change measured.

5.6 Summary

Implementation is the most significant support and test of policy. This chapter provides a perspective on the major mechanisms which will be used to ensure full and effective realization of the objectives of the Plan. Drafting of a detailed implementation strategy is ongoing with the development of policy.

6. Conclusion

The Metropolitan Waterfront Plan offers a challenging and timely opportunity. It will provide a mechanism through which the public vision can be articulated and implemented. This vision calls for a plan for integrated resource management. To achieve this vision a plan is required which is creative, is based on an interdisciplinary approach, and focuses on relationships.

"Planning Directions for the Metropolitan Waterfront: An Overview" provides the framework. It outlines a regional planning context, including the public vision and the principles which constitute the public ethic of the nineties. Planning Directions outlines broad policy directions which will be refined into draft policies.

Figure 6: Metropolitan Waterfront Plan Process

Figure 6 outlines the plan development process. Opportunities for public consultation and input are fundamental to this process.

This discussion paper is intended to provide a focus for dialogue between jurisdictions, agencies, interest groups and members of the public. It is hoped that this exchange and input will enrich the planning process and result in draft policies which meet the needs and aspirations of the Metropolitan region for its waterfront.

FIGURES

1. Definition of the Waterfront

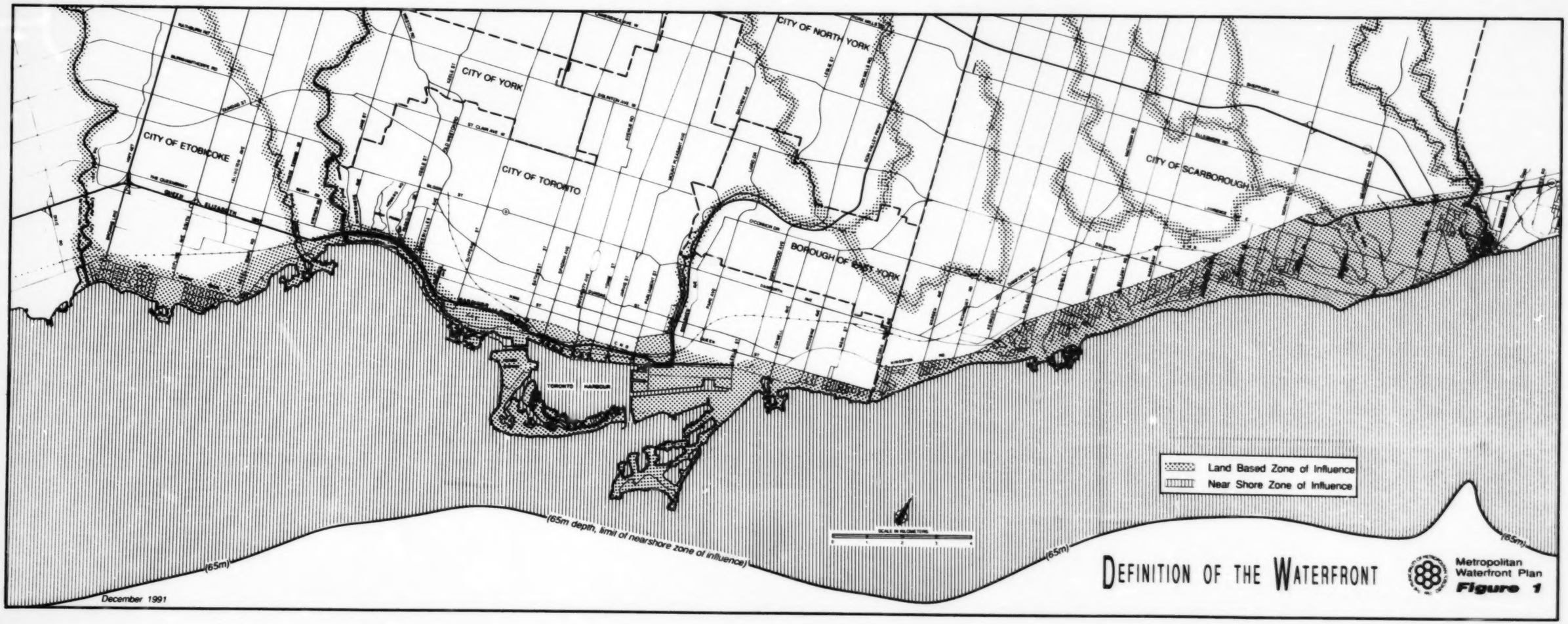
2. Biophysical Structure

3. Opportunities for Open Space Linkages

4. Waterfront Communities

5. Access and Movement

6. Metropolitan Waterfront Plan Process



DEFINITION OF THE WATERFRONT

Metropolitan Waterfront Plan

Figure 1

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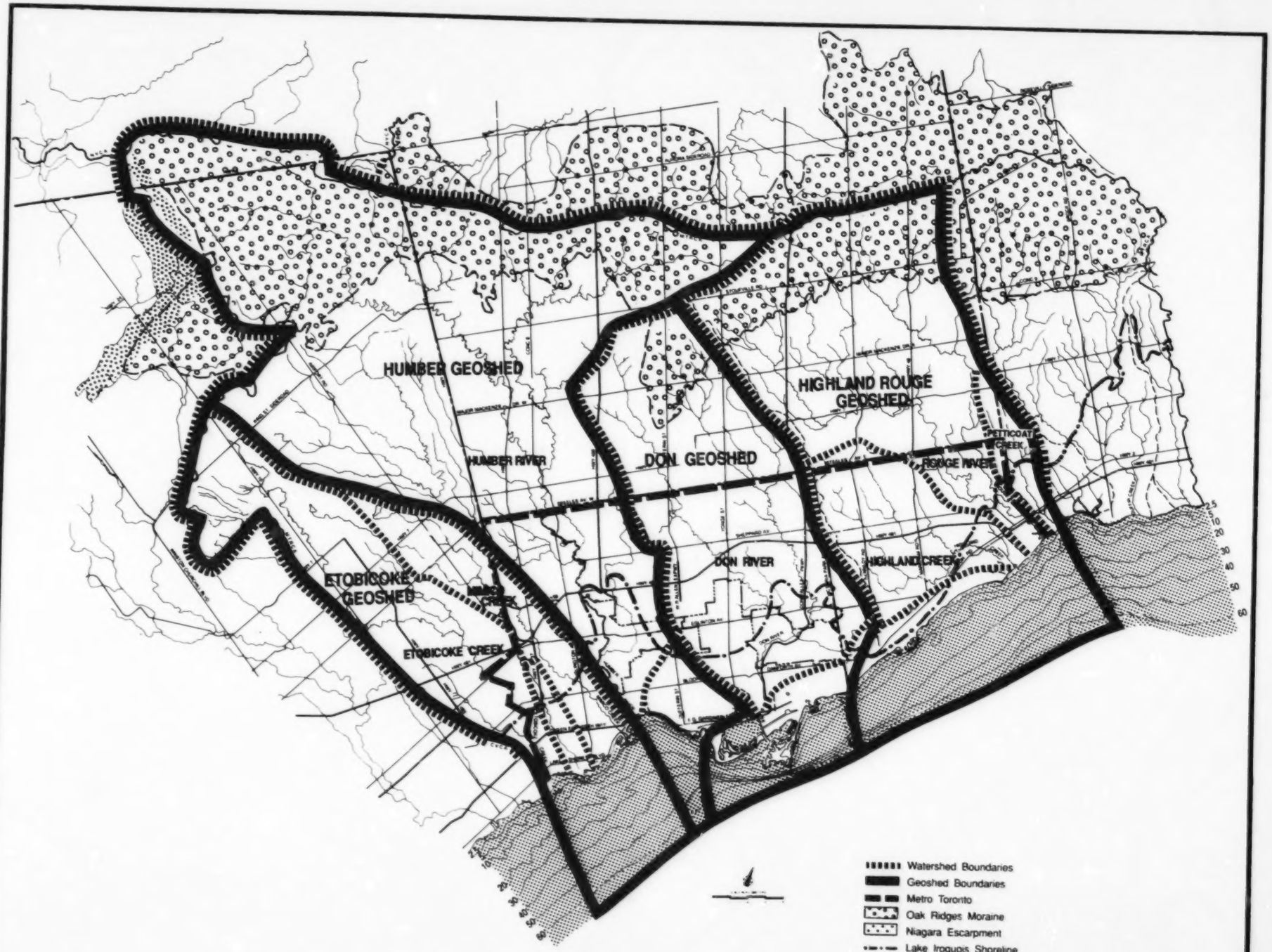


December 1991

BIOPHYSICAL STRUCTURE

Metropolitan Waterfront Plan

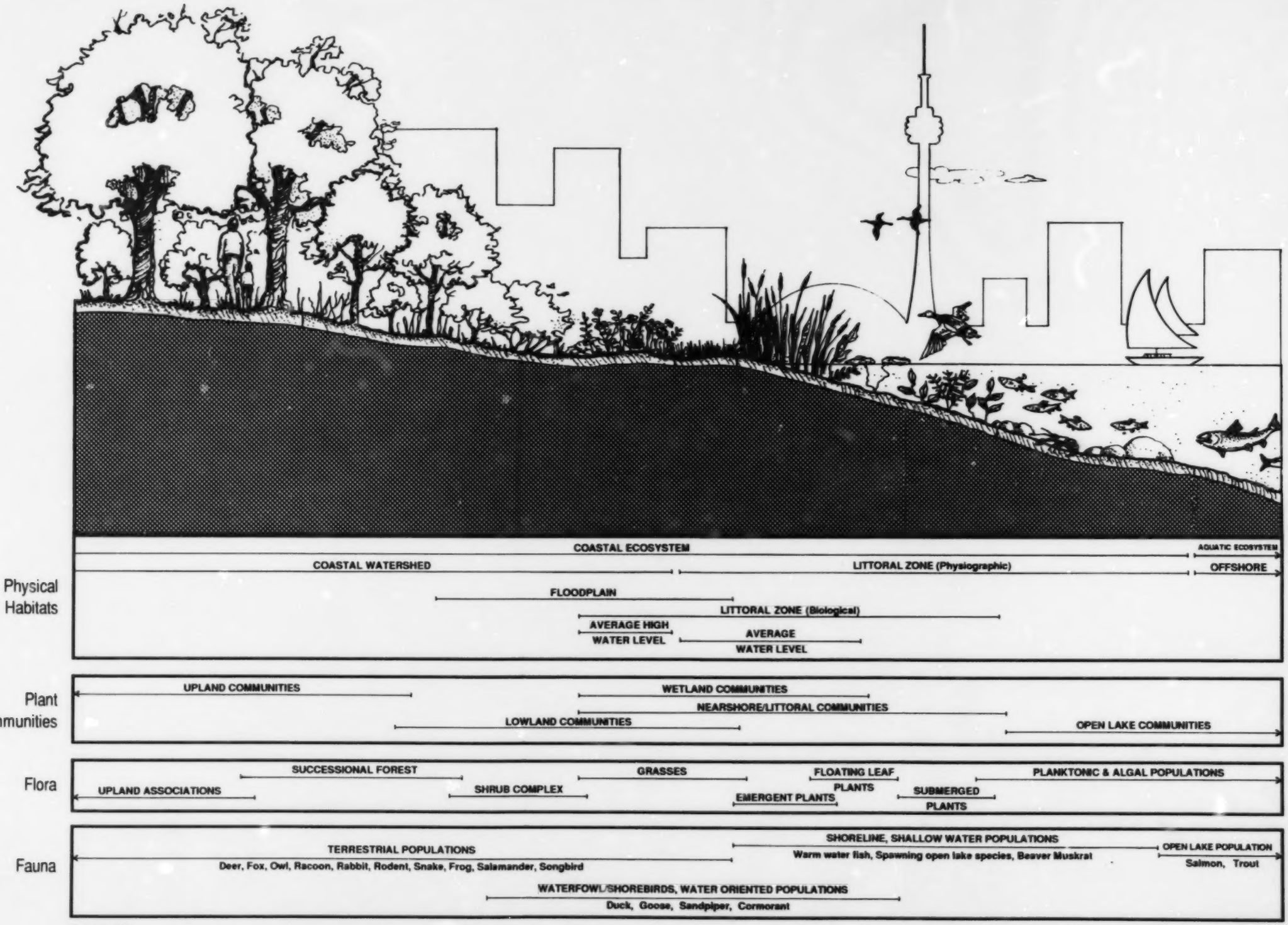
Figure 2

Opportunities for Open Space Linkages

Metropolitan Waterfront Plan

Figure 3

December 1991



December 1981

WATERFRONT COMMUNITIES

Metropolitan Waterfront Plan

Figure 4

ACCESS & MOVEMENT

Metropolitan Waterfront Plan

Figure 5

December 1991

OFFICIAL PLAN REVIEW AND DEVELOPMENT

Metropolitan Official Plan Process

Metropolitan Official Plan Process

CORPORATE STRATEGIC PLAN

CONSULTANTS' REPORTS ON THE WATERFRONT ENVIRONMENT STUDY

WATERFRONT POLICIES IN DRAFT NEW METROPOLITAN OFFICIAL PLAN

FORMAL PUBLIC CONSULTATION

NEW OFFICIAL PLAN

COUNCIL APPROVES PREPARATION OF NEW WATERFRONT PLAN

CONSULTATION

PLANNING DIRECTIONS FOR THE METROPOLITAN WATERFRONT: AN OVERVIEW

CONSULTATION

DRAFT WATERFRONT POLICIES

CONSULTATION AND FORUM

METROPOLITAN WATEFRONT PLAN

TOWARDS A LIVEABLE METROPOLIS REPORT

AREA/ISSUE SPECIFIC WATERFRONT STUDIES

CONSULTANT'S REPORT ON HERITAGE

CONSULTATION

COUNCIL APPROVED METROPOLITAN WATERFRONT PLAN

Spring 1990

Fall 1991

Spring 1992

Summer 1992

METROPOLITAN WATERFRONT PLAN PROCESS

December 1991

Metropolitan Waterfront Plan

Figure 6